INVESTING IN OUR FUTURE:
WORKING TOGETHER

A REVIEW OF EQUAL EMPLOYMENT ACTIVITIES
OF THE
GOVERNMENT OF THE NORTHWEST TERRITORIES
NINETEEN EIGHTY-EIGHT • EIGHTY-NINE

Northwest Territories Equal Employment - Personnel

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MINISTER'S REMARKS

This report is entitled "Investing in Our Future: Working Together" because that is what equal employment represents for all of us - an investment in ourselves, our families, our communities and our peoples.

1988 has been a year of reflecting on the lessons learned from four years of working together on equal employment. This has been a year of consolidating the lessons we have all learned from our attempts to make sure our public service reflects our population.

Four years of planning, thinking, trying different ideas and working together have given our government a much clearer view of where equal employment should go in the future. The work which we have done, and the lessons which we have learned, set an example of how all NWT residents can participate in our Northern economy.

Some people think of equal employment as a 'social' type of program - another case of government giving, rather than getting. Our experience with equal employment makes it clear that equal employment benefits all of us by making people productive, by helping them contribute to the system rather than taking from the system.

Equal employment is a journey, not a destination. It is a process which will, in the long term, bring us together as residents of the Northwest Territories who all play a vital and productive role in making our economy strong and making the Northwest Territories a good place to live and to raise our families in.

This will become even clearer now that we have added women, the disabled, and people born in the NWT to our equal employment programs. By expanding our assistance to those who seem to be experiencing a disadvantage in the workplace, we ultimately will strengthen our economy and benefit all of us.

We think that our experience with affirmative action sets an example for all other participants in the NWT's economy. Together, we can enter the 1990's working together to strengthen our economy and make all our residents productive participants in our future.

Hon. Jeannie Marie-Jewell
Minister of Personnel

ACTIVITIES OF THE DIRECTORATE

The Equal Employment Directorate was established in 1985 for the implementation of the native employment policy, which committed the Government of the Northwest Territories to increasing the level of native representation in the public service.

During 1988, the Directorate co-ordinated, monitored and reported on the progress of native employment initiatives. Departments were required to develop native employment action plans which identified solutions to employment and training barriers; strategic plans for training, employment, and promotion; and methods of measuring how objectives were met.

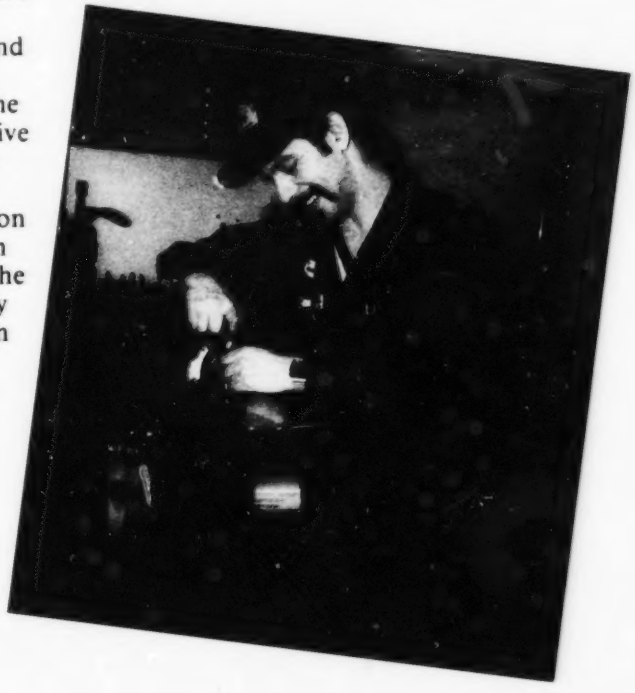
A review of all departments showed that slow and steady progress is being made. The most significant barrier is the shortage of educated native people to fill positions in the public service. Significant increases cannot be expected in the short-term, particularly in areas where professional training and skills are required by native people.

It is unlikely that the Government of the Northwest Territories will achieve its objective of 52 per cent native employment in the public service by 1990. However, positive and steady progress is being made towards increasing the number of native people in the public service. From only 21% in 1975, native employment had increased to 25% in 1985: 1,136 native people were employed in the public service at December 31. Representation increased to 31%, or 1,496 native people, in September of 1988. Native employment in the public service has grown significantly, partly due to the transfer of two departments from the federal government.

Other activities of the Directorate during the year included examining re-amalgamation with the Department of Personnel, development of a stronger working relationship with the NWT Affirmative Action Advisory Committee, establishment of an active public relations campaign to promote native employment, and changes to the cross-cultural orientation program.

In the past year, there has been a strong emphasis on developing an affirmative action policy for additional target groups. The directorate has worked closely with the NWT Affirmative Action Advisory Committee on the development of the policy.

An extensive public relations campaign to promote native employment was carried out in 1988. This campaign included television advertisements on CBC Anik television, a joint-venture project with Social Services to produce television advertisements and a video promoting careers in social work, and advertisements in two widely-distributed Northern magazines. Also produced were regional posters promoting the public service



as a rewarding career choice, a video promoting this government as an employer, and a second series of role model posters illustrating the career advancement of people featured on the first set of posters. Posters and pamphlets were also developed to promote careers for native people.

A major undertaking was to publish three reports recommending how affirmative action should take place following up the Government of the Northwest Territories' original report. Progress reports for 1986 and 1987 also were produced.

The directorate chaired a committee to review and revise the cross-cultural orientation program. This program assists members of the public service in better understanding the various cultures of native and non-native people in the Northwest Territories and establishing a harmonious working environment. Responsibility for delivery of the program was turned over to the Department of Education for inclusion in staff training.

The NWT Affirmative Action Advisory Committee

The Advisory Committee is chaired by Dale Robinson of the NWT Council for Disabled Persons. Committee members include: Raymond Ningeocheak, Inuit Tapirisat of Canada; Allan Heron, Metis Association of the NWT; Delma Inglangasuk, Native Womens' Association of the NWT; Bill Goose, Inuvialuit Regional Corporation; Barbara Jo May, NWT Council on the Status of Women; John Bekale, Dene Nation; Darm Crook, Union of Northern Workers; Karen Ridgely, NWT Teachers' Association; and Marie Uviluq, Pauktuutit Inuit Womens' Association.

The committee, whose members are appointed by the Executive Council and which reports to the Minister Responsible for Equal Employment through the Executive Director of the Equal Employment Directorate, provides guidance and advice to the Government of the Northwest Territories on matters associated with equal employment/affirmative action in the public service. During the past year, the committee's terms of reference were revised and a new chairperson was selected.

Culture and Communications

A single agency with responsibility for communications and culturally-related activities, the department provides language, graphic design, publishing and audio-visual services to all government departments and agencies, and delivers programs to the public through its musems and public library activities. As well, the department administers a cultural affairs program which provides grants and contributions to support community-based cultural activities.

ACHIEVEMENTS IN 1988

Since 1985, positions have increased by 46% (from 84 to 123) while the number of native employees has increased by more than 88% (from 26 to 49), with 60% of new positions being filled by native northerners. Between 1985 and 1988, the pay level of the average native employee has risen from 17 to 20. The department had hoped to attain 64 native staff of 127 positions in 1988.

Achievement was 49 native employees of 123, or 40%, down from 50 employees of 109, or 46% in 1987. Reasons included the addition of five French-language positions for which no native people were qualified; a delay in converting regional part-time library staff from GNWT employees to employees of local communities; and problems with the in-service training program. The total of 123 includes the 12 regional part-time library staff and 5 new French positions.

PLAN FOR 1989

Native participation is expected to increase by 5% to 58 native people of a staff of 128, or 45%, in 1989-90, both by hiring new native employees and by promoting existing native employees. Plans call for hiring four people and training five. Promotions will occur mainly in the Language Bureau, where considerable effort has been made to provide upward mobility paths.

In 1989-90, the Prince of Wales Northern Heritage Centre plans to have at least 4 in-service trainees, while Public Library Services anticipates 2 in-service trainees. While none of these 6 trainees will have completed their training by the end of 1989-90, the department expects that the trainees will join the departmental staff in the future.

OBSERVATIONS

There seems to be a continuing dependence on the Language Bureau as the means of achieving native employment goals within this department. The department should look at other options to achieve these goals.

Economic Development and Tourism

This department has responsibilities in encouraging, supporting and directing economic development in the Northwest Territories. It operates the business development programs which assist small businesses in funding, expertise and assistance programs; administers special loan funds and funding agreements; supports tourism through co-ordinated strategies and co-operative marketing, and administers territorial parks.

ACHIEVEMENTS IN 1988

The department aimed to increase native participation from 27 people (23%) in 1985 to 71 people (58%) in 1990. In 1988, the targets were adjusted downward from 64 to 41 native employees; as of December 1988, 35 native employees were on staff of 125 person-years. In 1988, 5 of 8 officer trainees completed in-service training and were appointed to positions. The department had an increase of 10 native employees in 1988.

Training for 4 native students under the Department Management Career Program continued at Trent University in Ontario, and 3 more students were recruited for this program in 1988. Manuals and other training materials have been developed; the on-the-job training program is based on these manuals,

which have been distributed to all regional offices and headquarters. Arctic College uses the manual in the Business Administration Program. A human resource planning group made up of a staff person from each region and division has been created.

Revised targets for 1988 were adjusted downward to 41 native employees from the original target of 64 set in 1985/86. As of December 1988, the department had 154.5 person-years, of which 125 were filled. Of these, 35 were filled by native employees, 25 in the regions and 10 in headquarters.

PLAN FOR 1989

The 1989/90 target has been reduced to 47 positions, based on the number of current native employees plus positions targeted for affirmative action hiring, the number of in-service trainees who will complete training in 1989, and Management Training Program graduates.

The department will develop and implement an on-the-job training plan for in-service trainees and others filling entry-level positions, a plan for recruiting and hiring potential employees and promoting existing employees, and a plan for training of trainers. The possibility of working with Arctic College to design a new program or specialty within an existing program similar to the Departmental Management Training Program also will be examined.

OBSERVATIONS

The department continues to use training as its primary thrust under the affirmative action program and this strategy should begin to produce results in 1989/90. The plan to enhance the on-the-job training plan has merit, but careful selection of the type of training needs to be made, avoiding training that can be better done in post-secondary educational institutions.

Education

The department is responsible for the provision of elementary, secondary and advanced education programs to residents of the Northwest Territories; special needs education and special services; student assistance programs, apprenticeship training and employment programs, production of learning materials and the construction and operation of schools.

ACHIEVEMENTS IN 1988

Based on data gathered this year, the department has 35% native employees (including teachers and Hay Plan employees, but excluding trainees and apprentices). If professional employees and apprentices and trainees were excluded, the department would have 65% native employment. In 1988/89, the department had targeted 10 positions for native employment, five of them for hiring and five for training. Two of the five training positions were transferred to Arctic College; two training positions were achieved. Three native people were hired in the five targeted positions, and five native people were hired to fill non-targeted positions. In all, 14 native people were hired in 1988/89, including those hired by divisional boards.

Of the 708 teachers working for the GNWT, 99 are native people. Forty-one of 198 teachers employed by Baffin Divisional Board of Education are Inuit; 47 people are employed as teacher interns. Eight of 93 teachers employed by the Keewatin Divisional Board of Education are Inuit, and there are 25 Inuit teacher interns. Seven of 56 teachers employed by Kitikmeot Divisional Board of Education are Inuit, and there are 6 full-time Inuit teacher interns and 8 part-time interns. In the Inuvik region, 23 of the 140 teachers are Inuit, Dene or Metis. Nine of 104 teachers in the Fort Smith region are native; two of these are principals. In the Rae-Edzo region, 7 of the 37 teachers are native; all 5 classroom assistants and 5 special needs assistants are native; and there are 8 teacher interns. In the Fort Simpson region, 4 of 36 teachers are native and there are 5 native classroom assistants.

PLAN FOR 1989

A total of 14 positions are specifically targeted. In headquarters, 1 position is targeted for promotion and 1 for training. In Fort Smith region, 1 position is targeted for hiring and 1 for training. In Fort Simpson, 1 full-time position and 2 part-time positions are targeted for hiring. All positions in Rae-Edzo are targeted for affirmative action. The Kitikmeot Divisional Board targets 2 positions for hiring. The Keewatin Divisional Board has targeted 4 positions for training, although 2 of these may be achieved in a future year.

Various steps are planned to increase native participation in teaching and principal positions.

OBSERVATIONS

Two distinct entities are at work within the department, and there is a tendency to meld them inappropriately. The department's responsibility to educate northern students has little relationship to its responsibility as an employer to develop and employ workers within the department and the public service, except that the department also must employ the end products of the educational system. Greater native control over the educational system does not necessarily have a corresponding impact on the government's ability to hire native people.

The certification and professional development programs being provided for educational professionals are good. The concept should now be extended to other professionals within the department at the same level of intensity (for example, curriculum and program development specialists).

Arctic College

This is the first year in which Arctic College has developed its own affirmative action plan; previously, its targets were included in the Department of Education's plan.

ACHIEVEMENTS IN 1988

As of January 1988, 17 of the 88 non-professional positions (19%) were filled by native people; 6 of 69 instructors (9%) were native people; 23 of the total staff (15%) are native. Currently, 28 of 180.5 employees are native people; the College proposes to increase this to 39 native employees of 186.5 employees in 1989/90.

PLAN FOR 1989

Comprehensive education and training programs will be developed to increase native employment in the professional category. Northern recruiting initiatives will be undertaken to attract northern natives. Position descriptions and classification standards will be reviewed to identify systemic barriers. Arctic College will develop a certificate program to train northerners for adult education careers. Career counselling and staff development programs will be used to assist native employees in preparing for promotion.

OBSERVATIONS

The College's plan tends to indicate how it plans to help others achieve their objectives. In this plan, it is important to talk about what the College intends to do as an employer as well as what it intends to do as an institution.

Executive

The Executive includes: Executive Council, Administration, Regional Operations, the Bureau of Statistics, Audit Bureau, Women's Secretariat, Priorities and Planning Secretariat, Energy Mines and Resources Secretariat, Aboriginal Rights and Constitutional Development Secretariat, Public Utilities/Highway Transport Board, Office of Devolution, Edmonton and Ottawa offices of the GNWT, and the five Regional offices - Baffin, Inuvik, Kitikmeot, Keewatin and Fort Smith. Excluded are the Government Leader's Office, the Minister's Executive Assistants and Secretaries, and the Commissioner's Office.

ACHIEVEMENTS IN 1988

The Executive had 37 native employees (31%) of 121 staff in 1985, rising to 43 native employees of a total of 120 staff in 1986 and 135 staff in 1987. In 1988, the Executive had 47 native employees of 151 positions in all, or 31%. Total positions included this year rose by 12 with the inclusion of the Public Utilities/Highway Transport Board, Office of Devolution, and Ottawa and Edmonton offices.

In the various specialized offices which make up the Headquarters component (94 of 150 positions), native representation is low (8 natives of 94) except for the Aboriginal Rights and Constitutional Development Secretariat, which has 3 native employees of 8 positions. Native representation in the regions is very strong: Baffin, 14 natives of 19 positions (73%); Kitikmeot, 6 natives of 9 positions (66.6%); Inuvik, 4 natives of 9 positions (44%); Fort Smith, 5 natives of 7 positions (71%); and Keewatin, 10 natives of 12 positions (83%).

Native employees are situated by type of job as follows: managerial, 3 natives of 40 positions; auditor, 0 of 18; secretarial, 5 of 13; clerical, 23.5 of 28.5; administration, 11.5 of 36.5; program development, 1 of 2; and unclassified, 3 of 13.

PLAN FOR 1989

When Energy Mines and Resources Secretariat becomes a department, Headquarters' total positions will decrease from 94 to 72. The new department plans to fill at least 1 of its 2 Resource Project Specialist positions with a native person, and to hire at least 1 native secretary early in 1989. The Audit Bureau plans to increase its profile in order to encourage native people to take part in its existing career path of advancement. The Highway Transport/Public Utilities Board is reviewing job descriptions for any systemic barriers, and plans to have all its staff attend cross-cultural orientation seminars.

OBSERVATIONS

The specialized nature of the many small offices which make up the Headquarters section of the Executive makes it difficult to develop an over-all native employment plan for the Executive. However, efforts should be made to develop a more co-operative approach to training and recruitment.

Finance

The department provides direction in financial management and basic financial services in support of government operations. It is responsible for preparing financial management information, proper control and reporting of government expenditures, collection and reporting of all revenues, and managing the government revenue fund. The department has three major divisions - administration, treasury and comptrollership.

ACHIEVEMENTS IN 1988

At December 1987, the department had 147 positions which were filled. Of these positions, 28 were held by native employees, for a percentage of 19%. In October 1988, the Financial Management Board Secretariat was incorporated into the department.

The department had aimed to have 27 native employees on staff in 1988; it achieved 26 native employees. Targets were not completely achieved by headquarters, Inuvik region, and Kitikmeot region, but were surpassed by Fort Smith, Fort Simpson, and Baffin regions. Keewatin region achieved 100% of its target. Of 28 native employees on staff in 1987, only 14 continued on staff in 1988.

PLAN FOR 1989

The department plans to develop a summer student program in 1989/90 which will involve participants in various sectors of the department in order to encourage interest in finance-related areas. In co-operation with the Department of Education, Finance has developed a government training program for financial management. This Financial Management Course provides program managers and finance officers with the training they need to carry out their financial duties.

Although the department's original plan set a target of 30 native employees of 142 total staff for 1989/90, the department's revised plan calls for a target of 34 native employees but varies the distribution of these targets among headquarters and the regions.

OBSERVATIONS

The department should consider its role as a trainer for other departments, particularly at the entry level.

Government Services

The department includes the following divisions: Finance, Office Services, Systems and Computer Services, Supply Services, Motor Vehicles, Petroleum Products, and the NWT Liquor Commission. Departmental responsibilities include purchasing goods and supplies for other departments; government communications and mail systems; acquisition and delivery of all computer equipment and services; issuing all driver licences and vehicle registrations; distributing petroleum products to communities without commercial distributors; and purchasing, distributing and selling alcoholic beverages through liquor stores and agencies.

ACHIEVEMENTS IN 1988

Since 1985, the department has increased its over-all percentage of native employees from 15% to 25%, thus achieving its goal for 1988/89, but there has been only a 1% increase in the past year. The department identifies several reasons for the slowdown. More young people are staying in school, increasing their level of education and thus bypassing entry-level clerical positions where most employees qualified under the Native Employment Policy are employed.

There have been several positive developments. The Kitikmeot region's Petroleum Products Division is wholly staffed by affirmative action employees. The Purchasing Officer Trainee in Fort Smith has completed training and moved into a Purchasing Officer position. The Computer Operator Trainee program offered in headquarters and the regions has had good success, but the Programmer Trainee program has not been as successful.

PLAN FOR 1989

To address the problem of lack of experience in applicants, the department is looking at funding positions that can obtain necessary experience in other departments for future departmental employment. As well as continuing the Computer Operator Trainee and Purchasing Officer Trainee positions, the department will look at developing a Petroleum Products Officer trainee or apprenticeship program.

OBSERVATIONS

The department may consider reviewing its efforts from a barriers perspective that might clarify and provide information that could eliminate any barriers that may exist.

Health

The department provides, develops and enhances health services in the NWT in conjunction with Health and Welfare Canada. It administers the medical care and hospital insurance plans of NWT residents, as well as extended medical benefits, pharmacare program, co-ordinated home care program, and programs covering extended, chronic and nursing home care. Other responsibilities include medical transportation, health promotion, physician recruitment, family life education, and the collection of health statistics. There will be added mandates upon transfer of all health care to the Government of the NWT.

ACHIEVEMENTS IN 1988

In 1988, the department increased the number of native employees on its staff to 10 of 115 employees (8.7%) from five of 77 (6.5%). Six of these 10 employees joined the department's staff this year; two of the 10 were employees who transferred from the federal government.

While seven regional health boards and one regional health service now are part of the department as a result of the transfer of health responsibilities from the federal government, statistical data on the numbers of native employees among their staff is not yet available. The department indicates that the percentage of native employees is as follows: Baffin Regional Health Board, 47%; Fort

Smith Health Centre Board, 50%; H.H. Williams Memorial Hospital Board, 17%; Inuvik Regional Health Board, 25%; Keewatin Regional Health Board, 47%; Kitikmeot Regional Health Board, 48%; Mackenzie Regional Health Service, 20%; Stanton Yellowknife Hospital Board, 2.5%. Native employees constitute about 28% of the total employees of the department and the individual health boards combined.

Six new native employees were added to the department's staff during the past year, two of them having transferred from the federal government.

The Health Career Preparation Program is just completing its first year of operation with five full-time and four part-time students.

PLAN FOR 1989

Arctic College has been contracted to develop a 40-week modular training program for the Community Health Representative positions which will train up to 27 people over the next two years; students will be guaranteed employment on completion of training. The department will continue to offer the Health Career Preparation Program and the Ophthalmic Technician Trainee Program. The department continues to promote employment in the health field among all NWT residents.

OBSERVATIONS

The staff of the department now constitute only 8.7% of the total number of health employees of the Government of the NWT; the rest work for the regional health boards. Thus, in dealing with native employment only within the department, the plan effectively deals with less than 10% of the department's employees.

NWT Housing Corporation

The NWT Housing Corporation is responsible for the provision and maintenance of social housing and encouragement of private housing in NWT communities. It includes three divisions: Programs and Planning, Construction and Development, and Finance and Administration. Six District Offices deliver programs to the local communities through 41 Housing Associations and four Housing Authorities.

ACHIEVEMENTS IN 1988

The Corporation had set a goal for 1988 of 52 positions filled by native people out of 150, or 35%. Achievement for 1988 was 33 native employees of 163, or 20%. The Corporation has 8 In-Service Training positions, and this fall, has added a Staff Development Co-ordinator in order to assist in development of trainees.

PLAN FOR 1989

The Corporation is working with Education to develop an in-service training program for the six District Comptroller positions; it feels these are ideal target positions for local native northerners. The Corporation also is working closely with Public Works and Municipal and Community Affairs to develop relevant programs and projects. A career video is expected to be ready by the end of the fiscal year.

OBSERVATIONS

The Corporation indicates that it is experiencing a supply side problem. Unfortunately, it does not indicate how it intends to deal with the problem, either from within its own resources or in co-operation with other departments or agencies.

Justice and Public Services

The department provides over-all guidance and direction to ensure that statutory obligations are met; provides legal services and advice to all departments, Secretariats, several boards and the NWT Housing Corporation; prepares all territorial legislation; provides administrative and technical support to the courts; carries out the function of public trustee; maintains a land registry and legal registries; provides Legal Aid services to eligible NWT residents; provides Consumer, Labour and Safety services in the areas of fire safety, occupational health and safety, mechanical and electrical safety; and provides mining inspection services.

ACHIEVEMENTS IN 1988

While the department's organizational structure and specialized skill requirements make it difficult to attract native people, the department is taking steps to ensure that native hiring is taken into account in all job competitions. The revised target for 1988 was 6% native employment; as of November, 1988, the department had 12 native employees of 153.5, very close to the revised 1989 target of 8%. Thus the department has revised its 1989 target figures upwards to 12% for 1989 and 15% for 1990.

PLAN FOR 1989

The department has sent representatives to career days at Fort Providence, Inuvik and Yellowknife. A video on justice careers was used at the Sir John Franklin careers day in December, and will be used for future school presentations. A review of curriculum plans for legal secretarial courses is being done to see if such courses can be modified to train court clerks and other officials; courses would be developed in a self-study form which would allow people to study at home.

OBSERVATIONS

The department appears to have found its stride in terms of affirmative action and is moving ahead well in planning for future years.

Legislative Assembly

The Legislative Assembly Office is responsible for serving the elected Members of the Legislative Assembly; for ensuring the smooth and efficient functioning of the Assembly during sessions of the Legislature; for facilitating the operation of Standing and Special Committees of the Legislature; for administering the Members' retiring allowances; and for ensuring the public is kept informed of the activities of the Legislative Assembly.

ACHIEVEMENTS IN 1988

As of December 1988, the Assembly had 6 native employees as part of a total staff of 16 (38%). While the Assembly had a low vacancy rate in 1988, both positions which became vacant were filled by native people.

OBSERVATIONS

The Assembly is a small and specialized unit which is doing well in integrating native employees at significant levels within the organization.

Municipal and Community Affairs

The department is highly decentralized, with more than 50 per cent of its positions allocated to the five administrative regions. The department is responsible for community planning and development, municipal affairs, sport and recreation programs, community airports and for developing policy and legislation on local government matters.

ACHIEVEMENTS IN 1988

In December 1985, 39 of the department's 163 employees were native; in December 1986, 37 of 165; in December 1987, 48 of 176. The number dropped to 31 of 166 employees (19%) by December of 1988, short of the goal of 52 positions or 31% of total staff. Fewer native people applied in job competitions in 1988, and the department faced increased competition from other organizations for native candidates. There were difficulties with hiring trainees, finding housing, promoting career opportunities, and creating entry-level jobs.

Two pamphlets and a resource manual were produced, and the training program for the Planning Technician Trainee was completed. The department now has compiled a list of Arctic College students who could be considered for affirmative action positions. One of the 4 native Recreation Leaders Program graduates now is a Recreation Development Officer in the Kitikmeot, while another is a casual Recreation Development Officer Assistant in the Keewatin. The Lands Division hired one native person in 1988.

One native student is in her third year of the University of Waterloo's Urban and Regional Planning Program under the Planning Internship Program. Training continues with the Hamlet Planning and Lands Administrators. Two Municipal Affairs Officer Trainees will complete their in-service training this year. In the Property Assessment section, two employees will complete studies in May 1989, one in June 1991, and three in 1990; one is taking correspondence courses.

PLAN FOR 1989

The goal for 1989/90 is to have 35 native employees of 156 employees, or 22%. An independent review of the department's affirmative action plan is being done. To better identify qualified Northerners, the department will use professional networks and school graduation lists to track and target potential graduates for support or sponsorship. Work will be done on a training program for an Affirmative Action Policy Advisory training position, and the feasibility of establishing a senior Land Survey position, accompanied by a trainee position, will be examined. A Recreation Development Officer Trainee position will be created in the Keewatin Region.

OBSERVATIONS

The independent review of the department's affirmative action plans and achievements will provide a solid basis for future planning. As the department notes, most of its success so far has come from training programs.

Personnel

The department is responsible for planning and co-ordinating personnel management within the Government of the NWT. The department has four divisions. The Personnel Services Division is responsible for delivering recruitment and job evaluation services to departments and agencies, and implements the Native Employment Policy. The Staff Relations Division provides guidance to the Government of the NWT on collective agreements and other legislation that impacts on employees. The Human Resources Division is charged with the responsibility of establishing a skilled, stable and productive workforce. The Finance and Administration Division provides financial, administrative and information services to the department.

ACHIEVEMENTS IN 1988

As of December 1988, the department had 32 native employees of a staff of 94 (34%), falling short of its original 1988 goal of 48% native employment but modestly higher than 1987. Regionally, native representation is as follows: Fort Simpson, 75%; Baffin, 57%; Kitikmeot, 60%; Inuvik, 55%; Fort Smith, 43%; and Keewatin, 33%. Given that there are 7 vacancies at this time and 4 new positions, the department's strength is actually 110. However, native trainees currently on education leave or on-the-job training have not been included in the department's statistics as these are funded by the Department of Education at this time.

PLAN FOR 1989

As well as existing training positions and native employees who are on educational leave, Officer Trainee positions are proposed in the Baffin Region (1), Staffing and Classification Division (2), Headquarters (4), and Staff Relations Division (2). This will eventually raise native representation to 51%. The department is hiring an independent contractor to review policies, procedures and guidelines to determine whether there are systemic barriers to affirmative action employment, training and promotion.

OBSERVATIONS

This department, like the Department of Education, has a dual responsibility in the affirmative action program. As well as dealing with its own affirmative action planning, the activities of the Department of Personnel impact greatly on many of the affirmative action activities of other departments.

Public Works and Highways

The department is responsible for design, construction, acquisitions, maintenance and operation of buildings, works and equipment required by other Government of the NWT departments in delivering their programs and services; for the delivery of highways and ferry programs; and for providing a property management service to the Government of the NWT.

ACHIEVEMENTS IN 1988

The number of departmental employees rose by 6.7% from 524 in 1985 to 559 in 1988, while the number of native employees has risen by 19% from 151 in 1985 to 180 in 1988. In 1988, 45% of regional staff and 20% of headquarters staff were native. The department is behind its original 1988 targets by 26 employees, particularly in the clerical (18 below target) and foreman trades groups (9 below target). A general lack of native applicants, lower than expected turnover of existing staff, and the absence of a government-sponsored generic training program for entry-level clerks has significantly limited progress in the department's plans.

Under the Career Awareness Program, implemented in 1988, 96 awards were provided in 42 schools to students who excelled in math and physics. The department also participated in a number of careers days, produced a video and slide presentations on departmental career opportunities and worked on a careers manual for school counsellors. The Supervisory/ Management Training Program was implemented and is being offered by Arctic College in Inuvik, Iqaluit and Fort Smith; NWT Housing Corporation and hamlet staff also are participating in this program. The department continues to work closely with Municipal and Community Affairs and the NWT Housing Corporation to develop and co-ordinate common training initiatives. The marine deckhand training course developed in 1987 was delivered in Fort Providence, Arctic Red River and Fort McPherson. The Pre-Tech Engineering Program, developed co-operatively with other departments, could not start in 1988 because of a shortage of qualified candidates. Five Power Engineers 4th Class have been trained under the Power Engineering Training Program since 1986.

The results of an independent study of the department's affirmative action plans and programs, commissioned by the department in 1988, have been incorporated into the department's 1989 plan.

PLAN FOR 1989

As part of its career awareness program, the department will publish its counsellor's manual, aimed at encouraging native junior high and high school students to take courses which will allow them to qualify for professional and technical career opportunities. Full implementation of the Supervisory/Management Training Program will give native tradesmen greater opportunities to move into supervisory positions. The Power Engineering Training Program, currently being sponsored by the department through the Arctic College in Cambridge Bay, again will be offered in 1989. Entry-level career opportunities in the department's professional and technical areas will be developed in order to create employment opportunities for northern graduates of colleges and universities.

OBSERVATIONS

The report on the department's affirmative action plan prepared by an independent consulting firm should prove valuable in helping the department achieve its affirmative action targets.

Renewable Resources

This department is responsible for managing wildlife through sound conservation techniques, in consultation with hunters and trappers; developing the renewable resource economy and promoting an understanding of conservation; administering the Forestry program devolved to the GNWT from the federal government; environmental planning and assessment, including land use planning in co-operation with native groups and the federal government; and pollution control prevention, monitoring and enforcement.

ACHIEVEMENTS IN 1988

In 1987, there were 161 native employees of a staff of 286 (56%). The transfer of the forestry program from the federal government in 1987 increased the department's staff complement by 121 person-years. In 1988, 211 of 420 positions (50%) were filled by native people. There are 62 native employees among the 236 indeterminate employees (26%), and 149 native employees of the 184 seasonal employees (81%).

The number of indeterminate employees increased to 237 in 1987/88 from 154 in 1986/87, while the number of seasonal employees rose to 184 in 1987/88 from 111 in 1986/87. The department met a majority of its 1988 action plan, facilitated in great part by the expansion of its mandate to include forestry. Six people currently are being trained under the in-service training program. Six people were promoted within the department, all of them native.

PLAN FOR 1989

A Human Resource Policy Advisor has been hired. Plans for implementing a comprehensive Human Resource Development Program for all employees should be in place in 1989/90.

OBSERVATIONS

The department continues to lose ground within its permanent establishment; in 1987, 32% of indeterminate employees were native, but in 1988, this dropped to 26%. This appears to be a general trend, evident in the regions as well as in headquarters.

Social Services

The department provides social services in the areas of family and children's services, services for the aged and handicapped and financial assistance services, and operates the corrections and alcohol and drug programs.

ACHIEVEMENTS IN 1988

Since 1985, the department has moved slowly but steadily upwards in increasing its percentage of native employees. There were 131 native people among the staff of 345 (38%) in 1985. That became 36% in 1986, to 39% (137 of 353 staff) in 1987, and 41% in 1988. This represented an increase to 154 native employees from 131 in 1985. The department now has 154 native employees of 375 employees in total (41%).

The department reached its 1988 affirmative action goal of 41% native employment, an increase of 2% over 1987, even though only 32 new positions were filled and not the 42 which the department had expected. In 1989, the department proposes to increase its total native staff by 3%.

PLAN FOR 1989

The department has established several initiatives to inform the public about career opportunities in social services and is working with Arctic College on several programs. The department also is assisting current staff to improve their ability to advance in the social services field. The in-service program will be used to develop employees who can then assume supervisory and managerial positions. The department plans to add three human resource development officers to work on staff training, and will work at reducing the turnover of native staff in the department by providing more training and support to community workers.

OBSERVATIONS

The department identifies attrition as a key problem associated with its native employment plan. Factors such as mobility and housing, which are beyond the department's control, are inherent in the attrition problem. Increasing the number of native employees through direct hire, training or promotion would seem to depend on how well the department can hire and retain native people to work in headquarters in Yellowknife and, to a lesser extent, in regional centres.

Workers' Compensation Board

The Workers' Compensation Board is responsible for compensating workers for wage loss due to disability arising from accidents occurring during employment. Protection is extended to all accidents arising from employment rather than just those caused by employer negligence. The Board adjudicates claims rather than the courts, and makes employers' liability collective rather than individual.

ACHIEVEMENTS IN 1988

In 1987, the WCB implemented a training program under which high school graduates are trained to become officers. Two trainees, hired after an NWT-wide competition which attracted 142 applications, 38 of them from native people, began work January 4, 1988. As of December 1985, 2 of 52 positions (4%) were held by native people; as of December 1987, 4 of 52 positions (8%) were held by native people. The Board has 7 native employees, including 2 Officer trainees recruited in 1988.

PLAN FOR 1989

The current three-year training program will continue in its second year, but no new trainees will be hired as there are currently no vacant positions in which they could be placed.

OBSERVATIONS

The Board appears to be maintaining the status quo in terms of affirmative action. It should be careful that it does not, as a result of its restructuring efforts, isolate itself from other human resource activities of the public service.

STRATEGIES FOR THE FUTURE

Key Issues

THE NEED FOR AN OVER-ALL VIEW

Government must begin to look at affirmative action in a holistic way, as an over-all part of its human resource planning. Departments have learned this lesson over the past four years as they have developed and carried out affirmative action plans. Departments began their work by concentrating on individuals or positions, and soon learned that affirmative action had to be approached as an integral part of the department's over-all human resource strategy.

Although this government has been expanding, it remains a small organization in comparative terms and thus needs to look at its human resource planning and development in a global way, not in a segmented fashion.

A FUNCTIONAL STREAMING APPROACH

As part of this holistic approach, training and development needs to take a functional streaming approach to departments. In this year's review of achievements, a number of departments noted that there is a need to develop management training programs which take trainees through a number of different departments to gain experience. Such planning is beyond the capacity of individual departmental affirmative action plans.

TRAINING FUNDS TO DEPARTMENTS

Rather than locating all in-service training funding in one department (currently the Department of Education), it may be appropriate now to distribute those training funds directly to departments. If this is done, each department should determine its training needs in advance so appropriate planning can be done.

AUTHORITY TO RECRUIT JUNIOR STAFF

Along similar lines, it may now be appropriate for the Department of Personnel to give departments the direct responsibility and authority to recruit staff at junior levels. This would shorten recruiting time and make it easier to bring native people into entry-level jobs.

QUALITY PLUS QUANTITY

While numbers are important in affirmative action, quality also is important. Any trend to begin reclassifying positions to accommodate the existing skills, education and experience of NWT residents would be inappropriate. The aim of affirmative action is to bring disadvantaged persons up to specific levels, not to bring levels down to the people. Such activity may produce short-term improvements, but these are not likely to be sustained in the long term. However, this is not to say that systemic barriers in hiring should not be removed.

A LITERACY STRATEGY

Literacy is as important an issue in the NWT as it is in the rest of Canada. The Department of Education needs to develop a literacy strategy for the public service which will allow employees to upgrade their reading and writing skills, thus enabling them to take advantage of training opportunities which can lead to career advancement.

GENERIC TRAINING

The question of generic training needs to be resolved. Departments have found, over the past four years, that they are not the appropriate vehicle for delivering generic training programs. Generic programs, such as clerical training or administrative training, should be developed by institutions such as Arctic College. Departments should be using their training dollars to purchase spaces in such training programs, concentrating their own training delivery efforts on programs which are unique to their own establishment.

AFFIRMATIVE ACTION AND DECENTRALIZATION

The decentralization of government responsibilities to community-based boards and agencies places a number of positions under the indirect rather than direct control of government. In order to achieve government's affirmative action goals, these boards and agencies should be required to take part in affirmative action planning and activity.

LEARNING TO LIVE IN YELLOWKNIFE

The successful achievement of affirmative action goals requires the public service to resolve certain problems which are currently associated with life in Yellowknife. Such problems include housing, mobility, support services, and information and promotion in the communities.

SUCCESSFUL STRATEGIES

In strategic terms, it should be noted that those departments which have been most specific in their approach to affirmative action seem to have been most successful in moving toward their goals. At the departmental level, specific rather than generalized planning will best serve the goals of affirmative action.

Departments also have been most successful when they have chosen to review their affirmative action planning and activities in mid-year, as well as at the end of the year. A mid-term review allows a department to adjust and correct its planning based on on-going evaluation; waiting until the year end does not permit adjustment of program activities or goals.

C O N C L U S I O N S

As we are moving towards the close of the five-year affirmative action plan embarked on by this government in 1985, we are moving into a consolidation phase which is allowing us to build solidly on the lessons of the past four years.

We have summarized the key principles or issues which have arisen in one way or the other in almost all departmental reports on 1988 affirmative action activities. As well as allowing us to focus our native employment energies in a more concentrated and effective way, the principles which we have identified will provide the basis for a strong and solid activity program which will benefit the other disadvantaged groups which have just been added to the affirmative action program - women, disabled persons, and non-aboriginal people born in the Northwest Territories.

One lesson stands out above all others - that we need to look at the over-all picture in an holistic fashion. Departments have learned that they cannot achieve all their affirmative action goals independently: many of them have begun working together to meet their needs.

We need to apply this vital lesson at the global territorial level. Departments have individual human resource needs; the government has general human resource needs which treat the public service as more than just the sum of its departments. Our public service, and thus all residents of the Northwest Territories, benefit from the work of public servants who have an over-all view of public service and who have honed their skills in various departments.

This principle applies at the over-all territorial level as well. There is a clear need for the public service to develop co-operative training relationships with the private sector, and to ensure that training programs are targeted to meet the needs of the private sector as well as of the public sector. Our experiences as a territorial public service allows us to provide useful advice and direction to all parts of the NWT economy; we serve as a useful example of successful ways of planning and implementing affirmative action in the Northwest Territories.

The expansion of the government's affirmative action mandate will expand our ability to influence the way in which our economy's labour supply develops, thus helping us to be ready for the demands for skilled, productive labour which will come as we move into the 1990's.

GOVERNMENT OF THE NORTHWEST TERRITORIES - AFFIRMATIVE ACTION PLAN FOR NATIVE DEVELOPMENT

TABLE 1
NORTHWEST TERRITORIES PUBLIC SERVICE

MARCH 1989

DEPARTMENT	ACTUAL (DEC. 85)			PLAN 86			ACTUAL (DEC. 86)			PLAN 87			ACTUAL (DEC. 87)			PLAN 88			ACTUAL (DEC. 88)		
	TOTAL # OF POSIT	NATIVES #	NATIVES %	TOTAL # OF POSIT	NATIVES #	NATIVES %	TOTAL # OF POSIT	NATIVES #	NATIVES %	TOTAL # OF POSIT	NATIVES #	NATIVES %	TOTAL # OF POSIT	NATIVES #	NATIVES %	TOTAL # OF POSIT	NATIVES #	NATIVES %	TOTAL # OF POSIT	NATIVES #	NATIVES %
Executive	121	37	31%	123	45	37%	123	44	36%	122	51	42%	122	50	41%	124	55	44%	151	47	31%
Legislative Assembly	16	5	31%	16	6	38%	16	6	38%	16	7	44%	16	7	44%	16	8	50%	16	6	38%
Financial Management Secretariat	19	0	0%	20	1	5%	20	0	0%	20	2	10%	20	2	10%	21	4	19%	NA	NA	NA
Personnel	68	20	29%	71	25	35%	79	26	33%	80	32	40%	83	29	35%	82	39	48%	94	32	34%
Finance	112	17	15%	123	22	18%	123	18	15%	126	24	19%	131	26	20%	131	27	21%	142	26	18%
Government Services	231	34	15%	241	47	20%	249	43	17%	264	64	24%	264	64	24%	264	91	34%	210	53	25%
Culture and Communications	84	26	31%	110	50	45%	94	44	47%	135	74	55%	109	50	46%	127	60	47%	123	49	40%
Equal Employment Directorate	10	9	90%	10	9	90%	10	7	70%	12	9	75%	12	9	75%	12	9	75%	12	10	83%
Municipal and Community Affairs	163	39	24%	173	52	30%	165	37	22%	176	47	27%	176	48	27%	178	55	31%	166	31	19%
Public Works and Highways	588	209	36%	588	220	37%	600	223	37%	609	243	40%	638	203	32%	613	231	38%	623	232	37%
Social Services	345	131	38%	361	150	42%	382	142	37%	396	162	41%	353	137	39%	385	159	41%	375	154	41%
Renewable Resources	141	38	27%	148	45	30%	153	40	26%	154	42	27%	257	81	32%	250	90	36%	237	62	26%
Economic Development and Tourism	120	27	23%	130	33	25%	120	28	23%	121	34	28%	122	25	20%	124	41	33%	125	35	28%
Education	555	302	54%	574	324	56%	661	342	52%	645	351	54%	645	351	54%	653	357	55%	535	339	63%
Education (Teach. Train. and App.)	846	221	26%	845	244	29%	908	212	23%	959	225	23%	959	225	23%	958	225	23%	845	215	25%
Education (Arctic College																			155	25	16%
Justice	134	4	3%	142	17	12%	139	6	4%	144	18	13%	145	6	4%	145	9	6%	153	12	8%
Workers' Compensation Board	52	2	4%	50	9	18%	51	2	4%	49	6	12%	52	4	8%	52	9	17%	46	7	15%
Health	67	3	4%	69	12	17%	77	6	8%	71	16	23%	77	5	6%	77	13	17%	115	10	9%
N.W.T. Housing Corporation	128	12	9%	156	60	38%	137	18	13%	149	42	28%	170	26	15%	170	36	21%	163	33	20%
N.W.T. Public Service Total:	3800	1136	30%	3950	1371	35%	4107	1244	30%	4248	1449	34%	4351	1348	31%	4382	1518	35%	4286	1378	32%
Permanent Seasonal Employees:																					
Public Works and Highways																					
Renewable Resources													139	106	76%				184	149	81%
Total	**3800**	**1136**	**30%**	**3950**	**1371**	**35%**	**4107**	**1244**	**30%**	**4248**	**1449**	**34%**	**4490**	**1454**	**32%**	**4382**	**1518**	**35%**	**4470**	**1527**	**34%**

NATIVE EMPLOYMENT IN THE NWT PUBLIC SERVICE